DEVELOPMENT SECRETARIAT.

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The Report of the Students' Strike Enquiry Committee is published for general information. Public opinion on the same is invited before the end of May 1929, communiatfions being addressed to the Secretary to Government, Development Departments.

By Order,
N. RAMA RAO,
Secretary to Government,
Development Departments.

To

The Chief Secretary
to the Government of His Highness the Maharaja
of Mysore, Bangalore.

SIR,

We beg to present our report upon the question which the Government of His Highness the Maharaja of Mysore in their order No. 866-916—C. B. 38-28-96, dated 17th August 1923, referred to us for consideration in these terms :—

"To examine the causes of strikes among the students which have occurred in recent years in Bangalore and elsewhere in the State and to propose measures to prevent such outbreaks in future, to deal with them when they occur and generally to improve discipline in educational institutions."

CHAPTER I.

INTRODUCTION.

2. Soon after the appointment of the Committee was notified, information was invited by the Secretary from heads of the principal educational institutions in the State as to whether there had been any 'strikes' among the students of their institutions in recent years and, if so, for what reasons and how they were dealt with. The Secretary also addressed the heads of educational departments and universities in British India and other Indian States with a view to ascertaining whether any measures had been devised or any rules framed by the authorities concerned to prevent the occurrence of 'strikes' among students or to deal with them when they occurred. The replies received show that no definite rules have been laid down in this respect in any part of India except in the Provinces of Bihar, Orissa and Assam where certain rules for the punishment of students taking *part in strikes are embodied in the Education Code.*

3. At our preliminary meeting held on 8th September 1928, the lines on which the Committee should proceed were considered and it was decided that every point of view should be investigated to obtain a satisfactory solution of the problems before the Committee. Accordingly, the Secretary invited through the press views on the question from persons interested therein and, in addition, addressed individually certain members of the Legislative Council, the Representative Assembly, the University Senate and the general public, besides principals, professors, inspecting officers and head-masters. Memoranda on the specific issues which engaged our attention were received from forty-two gentlemen. The Committee examined twenty-seven gentlemen, five professors of colleges, three inspecting officers, five head-masters of Government and Aided High Schools, two officers of other Government departments, the Organising Scout Commissioner, three journalists and eight others interested in education who kindly responded to the invitation to meet them to discuss the subject. The principals of colleges were requested to invite their students to send a representative of each college to present to us their point of view; and a response was received only from the students of the Maharaja's College, who sent a representative with a memorandum to meet us. To the witnesses and the writers of memoranda whose names we have recorded in the Appendix we offer our sincere thanks for the valuable information and suggestions

they placed at our disposal. We also desire to express our appreciation of the valuable services rendered by the Secretary, Mr. M. Sultan Mohiyuddin, who had to attend to the work of the Committee in addition to his arduous duties as Deputy Director of Public Instruction.

4. Since our first meeting on 8th September 1928, we have met 16 times to hear evidence, discuss conclusions and consider our report.

CHAPTER II.

HISTORY OF STRIKES IN THE STATE.

5. 'Strikes' among students in this State are of quite recent origin. The first large concerted action on the part of students to absent themselves without permission from school was in connection with the Anniversary of the late Mr. Bala Gangadara Tilak on 1st August 1921. A large number of students in Mysore and Bangalore absented themselves from their colleges and schools and made demonstrations by going in procession with pictures of Mr. Tilak. Some of the leaders who took part in these disturbances were singled out for punishment and the others were let off with a warning. The same year, on the occasion of the landing in India of His Royal Highness the Prince of Wales on 17th November, the students in Bangalore 'struck' work as a boycott of His Royal Highness' visit had been decided upon by the All-India Congress Committee. As a mark of the disapproval of the action of the students, Government closed educational institutions for about a week. The students were then allowed to return to work after tendering an apology and no other notice was taken of their conduct. The next strike on a large scale in which most of the educational institutions in the cities of Bangalore and Mysore and also in some of the mofussil towns took part was in connection with the arrival of the Simon Commission in India on 3rd February 1928, when the students in these institutions are reported to have absented themselves for one day in spite of all attempts to dissuade them. Although there was some picketing by the students, no damage to school property was done; and they returned to school the next day. On this occasion, the students concerned were only marked absent for the day and no further disciplinary action was taken. The last strike of a general nature was the recent one in connection with what is called the "Ganapathi Affair." It had its origin in a purely local grievance of the students of the Sultanpet Kannada Middle School in the Bangalore City, with reference to the non-restoration of the image of Ganapathi to its pedestal in the school compound. Though at first the strike was confined to the students of that school, it soon spread to other educational institutions in the City leading to certain unfortunate developments on the 30th July 1928. The occurrences in Bangalore excited the sympathy of students in other parts of the State, such as Mysore, Channapatna and Tumkur where the students absented themselves from school for a day. In the City of Mysore, a large number of students struck work and their disorderly behaviour forced the authorities to close the educational institutions.

CHAPTER III.

'STRIKE,' A MISNOMER.

6. The term "Students' strike" is generally taken to mean concerted absence or abstention from work on the part of students without the permission of the authorities. The views expressed by the gentlemen consulted by us show a considerable difference of opinion, as to the nature and significance of these 'strikes.' In our opinion, the term 'strike' as applied to students is a misnomer, since it implies a parallel between the mass absence of students from school or college and that abstention from work by which paid operatives seek to compel consideration of their claims by their employers. The strike in industry may be a legitimate means of enforcing adjustment between parties whose interests are different and sometimes opposed to each other. Such a proceeding cannot be regarded as having a place in student life. In our opinion the school, using the term in its widest sense, is the agency called into existence and employed by society not only to impart instruction and knowledge to the young but also to train them in the qualities essential to enable them to take, in course of time, their proper place in

society, and the school staff are its representatives to whom the parent has in a way transferred the educative functions which originally pertained to him.

Need for respect for authority.

7. School laws and rules, like the laws in society, are necessary to regulate the rights and obligations of the pupils who constitute the school society and to secure the conditions for effective work and the good of the individual and the school. In a well-conducted school, the breaches of the rules and laws will be few and few also the occasions for enforcing them by penalties. We consider that by treating the students with sympathy, kindness and tact and affording them adequate scope for self-expression and active participation in the life of the school, it should be possible to greatly reduce—if not completely prevent—the tendency to such a form of indiscipline as a 'strike.' But having said this, we desire to emphasise our view that, after having made their representation, the students must loyally abide by the decision of the authorities. Respect for authority is in fact one of the fundamental social virtues that should be inculcated in the minds of the students at all stages by the precept and example of the teachers. Defiance of authority and 'direct action' on the part of students to obtain redress of their grievance is a negation of the principles on which the school life is based.

CHAPTER IV.

CAUSES OF "STUDENTS' STRIKES."

8. The Indian student is by nature law-abiding and submissive to authority. He has behind him an age-long tradition of obedience and respect towards his parents and teachers. The attachment of the 'Shishya' to his 'Guru' which was a feature of early Indian education has few parallels in educational history. The recent occurrences which reveal an utter disregard of school loyalties therefore need an explanation.

National awakening and the Youth Movement.

9. A very important factor, referred to by many of our witnesses as contributing to the present attitude of the students, is the profound change in the outlook, ideals and spirit of the peoples of all nations, particularly in the Eastern countries, during recent years. India like the rest of the world is undergoing a great upheaval. The awakening of the national spirit in British India with the consequent political unrest and struggle for political reforms has weakened the spirit of implicit obedience to constituted authority and has given rise to various movements, such as Satyagraha, Passive Resistance, Civil Disobedience and Boycott. In the economic field too, there is great unrest due to the conflict of labour and capital and to unemployment and the struggle for existence, leading to strikes, lock-outs and other demonstrations. Such movements, starting in the fields of politics and economics, have found their way into the domain of education also, owing to the flattering appeals made to youth by political and social workers about the part that they, as the future citizens, should play in the reconstruction and regeneration of their country. The spread of these ideas and movements in British India has naturally had repercussions in Mysore notwithstanding its distinctive political conditions.

Absence of home influence.

10. The next cause of the weakening of discipline in schools is as some of our witnesses have observed, the absence of good home influence, particularly in the case of students of the pre-college stage. Both in the life of the race and in that of the individual, home is the first school and should provide an environment in which the groundwork of conduct is formed. Continuing to exercise its influence as long as the child remains under its tutelage, it moulds the child's whole life, moral standards, modes of thought, opinions and prejudices. In the hurry of modern life and the pre-occupation with economic pursuits, even cultured and intelligent parents find little time and opportunity for intimate talks with their children on matters of personal conduct and similar subjects of vital importance. Further, in many cases, boys are obliged to leave their homes and go to distant educational centres where they are left without any control and guidance and at the mercy of chance influences.

Extraneous influences.

11. The weakening of the salutary influence and control of the home has given a certain type of politicians and journals a chance of exploiting the students. Several witnesses have

expressed the opinion that the general strikes in this State previously referred to were mostly not organised by the students themselves from a personal conviction of the justice of the cause for which they went on strike but that the generous impulses of youth were exploited by politicians and others who regarded the student world as a pawn in their propagandist game. So far as the external and non-educational causes are concerned, the main problem is therefore how to guard the student against such undesirable influences. In view of the failure of the home to counteract these influences, it might be expected that the school would supply its omissions in this respect. But our enquiry has brought to light that this is not always done owing to certain defects in our educational system.

Lack of co-operation between the home and the school.

12. We believe there is considerable truth in the contention of some of our witnesses that there is a lack of intimate relationship and sympathy between the home and the school. The efficiency of the school and the extent of its influence on the development of the pupil depend in a large measure upon the interest and active co-operation of the home with the efforts of the school. The child is the common centre of interest for the home as well as the school, each of which requires the fullest sympathy, co-operation and support from the other. But unfortunately there are indications that this relationship is not always recognised so fully as it should be. There is generally on the part of the parents considerable indifference to the problems, methods and aims of the school. Many parents believe that they have discharged their responsibilities by sending their children to school and give no further thought to their education; while some even go to the extent of sympathising with, if not conniving at, insubordination and indiscipline on the part of their boys. For instance, in the recent strike in Bangalore there is reason to believe that the impression was prevalent among the students that they had the sympathy of the parents as well as the public. In our view nothing is more calculated to be disruptive of school discipline than such a belief on the part of the students. We earnestly hope that the parents and the public will realise that when they have sent their children to the school, there is a serious moral responsibility resting on them to second the efforts of the school in the maintenance of discipline which is so very essential for the making of a good citizen. Any dissatisfaction with the school or its management may find expression in legitimate ways, not in encouraging the students in acts of indiscipline. The school, on its side, should not develop an attitude of self-sufficiency, expecting meek acquiescence by the parents in all its acts. The responsibility for the promotion of closer mutual contact rests with both. Unless the school secures the goodwill of the parent, gains knowledge of the pupils' home life and circumstances, their special defects and merits and the needs of the larger life beyond the school, its work as an educational agency must remain incomplete.

Undue stress laid on the intellectual side of education.

13. Several other defects relating to the actual work of the school have been brought to our notice. One of them is that there is a lack of adjustment between the school and the pupil and that the entire personality of the pupil is not taken into account in the scheme of education. The representative of the students of the Maharaja's College expressed the feeling that students in Indian colleges in general were being over-worked, having to attend a series of lectures every day with little leisure or release from the tension, with the result that any occasion was seized "to sneak a holiday." Apart, however, from the question of the strenuousness of the courses in schools and colleges, there is reason to believe that there are other factors which help to keep the pupil in a state of tension, create a distaste in his mind for school work and induce him to seek an outlet for his pent-up energy in ways which are not always in the best interest of his healthy mental and moral development. In the education imparted in our schools and colleges, too much attention has been given to the intellectual side of the students, to the comparative neglect of the social, moral, aesthetic and physical aspects of their nature. Even on the intellectual side, there is too great a tendency to uniformity, and examinations dominate the whole system. Not adapted to encouraging the self-expression of the student either on the intellectual or on the physical plane, it tends to create a distaste for the school and all that it stands for.

Inadequate social life.

14. Another defect in the school and college life in India is the lack of adequate organisation of the corporate and social life of the students. Social training which it is a function

of the school or college to provide cannot be found in books, but has to be acquired by actual practice. The social life of the school should therefore be developed systematically, channels for the expression of the social impulses being provided and various forms of social activity created. The authorities should even be prepared to take away some time from that assigned to intellectual pursuits and devote it to social activities. In the corporate life of the school, social and moral development proceed hand in hand and it is therefore the greatest instrument of discipline at the disposal of the school.

Teacher's personality.

15. An important factor in the school economy is the staff. In the opinion of many of our witnesses, the general level of teachers leaves much to be desired, not in purely academic qualifications but in those qualities which go to form personality. The following view expressed by one of the gentlemen (a college professor) who favoured us with a note is typical of that of a great majority of our witnesses :—

"Many of the teachers have no real zest for their work, and often take up the work as a mere stepping stone to something else. Even when there are teachers who are fit for work, many of them do not take any pains to be in intimate touch with their pupils, so that they command no genuine love or respect. It is no wonder if the boys, left to themselves, allow themselves to be so easily exploited for purposes other than their studies."

Personality is, in our view, the first requisite of the teacher. It is a thing not to be defined or analysed, but every pupil can feel its power and charm. It is largely a matter of natural endowment. Yet it can be cultivated. Sympathy with the difficulties and the point of view of the students, sincerity, moral enthusiasm, tact, goodwill, faith and a sense of vocation are essential for every teacher. In no calling are these qualities more needed than in his. For, as has been said, "in no place more than in the school room can a private citizen promote the well-being of society by the uprightness and the purity of his life, the refinement of his tastes and the loftiness of his aims.

Lack of personal contact between the teachers and students.

16. The lack of intimate relationship and personal contact between the teachers and the taught is an important cause of many of the "disciplinary ills" in the schools and colleges. The memorandum submitted by the students' representative says: "Co-operation and tolerance on the part of the staff is necessary to bring out the best in us and suppress the evil side. The students feel that teachers hold themselves rather aloof from them. Hence, though we may respect them for their authority, we do not go to them with our hopes and ideals. We do not feel that they will respond to our feelings. We can hardly see things from their point of view or they from ours. Hence, there may be several misunderstandings and ill-feelings rankling in us which might upon occasion find expression in a strike." The teachers are said to over-emphasise 'prestige.' One of the witnesses observed that he found that the heads of mission schools had succeeded most in touching the hearts of their students and that there was generally a personal quality in them which left permanent and pleasant memories. It is but natural that in mission schools and other institutions in which the staff have taken up their work in a spirit of service and sacrifice, there should be a closer and more intimate touch between them and the students. This is not, however, the only reason for the difference in this respect between such institutions and Government schools. Among the other reasons, the first is the frequent transfer of teachers in Government schools. Teachers do not remain in a school for any considerable length of time, and they are therefore unable to develop intimate contact with their pupils or to make their contribution to the building up of the school tradition. Secondly, the security of appointment in Government service sometimes breeds a certain 'superiority' and indifference to the student. Thirdly, and this is a factor which is common to all schools, Government as well as aided, the unwieldy size of the classes reduces the chances for the operation of the personal influence of the teacher on the individual pupil. Lastly, the pay and prospects of teachers, particularly in the lower grades, are not adequate to attract the right kind of men to the profession and to keep them contented therein; and very often, owing to economic stress, the teachers take up other work to supplement their resources, so that the time which should be given to the care and training of the pupils is devoted to work unconnected with the school.

CHAPTER V.

MEASURES TO PREVENT STRIKES AND GENERALLY TO IMPROVE DISCIPLINE IN EDUCTIONAL INSTITUTIONS.

Closer relationship between the home and the school.

17. The promotion of a common understanding and the establishment of cordial feelings between the home and the school appear to us to be necessary conditions for securing discipline in schools. The active co-operation of the parents with the school will make the life of the pupil in the home and the school a unity. For this, it is necessary that the school should respond to the sentiments and ideals of the home. As a means of establishing a close relationship between these two agencies, we would recommend that teachers should avail themselves of all opportunities of becoming acquainted with the parents and paying occasional visits to them to enquire about the progress of the pupils at home and to tell them how their boys have been doing at school. Such visits, we feel, would be greatly appreciated by the parents. While there are many opportunities for such social intercourse between the teachers and the parents in small towns and villages, there are not so many in large towns. The arrangement which we have recommended below (para 23) to the effect that a teacher should be placed in charge of a batch of pupils to supervise their conduct, advise and guide them and, in short, to be their mentor both within and outside the school would meet the requirements of the case. In return, the teachers should welcome visits of parents to school to enquire about their children. Parents should also be invited to school occasionally to witness school debates, school games and other activities of the students or to attend to lantern entertainments of lectures. Such opportunities should be used by the teachers for informal talk with parents about their children. Several other suggestions have also been made to us for bringing parents and teachers together and for securing mutual co-operation, such as the formation of Parents' Associations and of Advisory Committees for each school consisting of select teachers and representatives of parents, the celebration of a "Parents' Day", and the holding of occasional social gatherings in connection with tournaments or other important events to which parents may be invited. We consider these suggestions quite useful and recommend their adoption by all schools, Government as well as aided, as far as possible, the details being determined according to the conditions of each school.

18. Cards reporting the progress of pupils are now, it is understood, being issued by high schools three times a year. In our opinion, these reports are not frequent enough to secure the necessary check and control over the pupils by the parents. We recommend that in all schools a regular monthly report may be sent to the parents to bring to their notice facts about the regularity, diligence, punctuality and general conduct of pupils. In addition, specific cases of misconduct should be promptly reported to parents. The issue of these cards would, no doubt, involve a considerable increase of clerical work, particularly in large schools. But in view of the fact that children sometimes get into bad ways without their parents knowing anything about it until it is too late, we are of opinion that it is well worth while for the school to undertake this extra trouble.

Hostels.

19. In educational centres and particularly in large towns there is a considerable influx of students from the mofussil for the purpose of education. Not being subject to wholesome control either of the home or of the school, they provide a very combustible material to designing political and other agitators. Students should be brought under good and healthy influences out of school hours. An effective means of doing this would be to attach a hostel to every high school and college and make it obligatory on every student who does not live with his parent or guardian to reside in the hostel. Since many students are poor, it would be necessary to reduce as far as possible the cost of living in hostels. For this purpose, we would recommend that the Government grant might be increased so as fully to cover the establishment charges, only the boarding and lodging charges being borne by the pupils. Appeals may also be made to private charity for the maintenance of indigent students in hostels, as is done in the case of the Ramakrishna Home. Each

hostel should have a resident warden, assisted in the case of large hostels by a certain number of resident assistant wardens, who should be members of the school staff selected for their social and personal qualities and the natural sympathy with boys. These may each be in charge of a certain number of students—not more than 30 for a warden—in whom they should take a parental interest and over whom they should exercise close supervision in respect not only of their studies but also of their conduct and life outside the school. Such an arrangement would secure to the pupils the benefits of corporate life and the salutary control of the school over their out-of-school activities. The ideal arrangement would be to have common hostels where students of all communities might reside together and participate in the common life of the hostel, separate messing arrangements being made when necessary. But as communal hostels have come to stay on account of the peculiar social conditions of the country, we would suggest that frequent opportunities might be provided for bringing the boarders of various hostels together in social, athletic and recreational activities so as to foster among them a feeling of brotherhood and of common loyalty to the school.

Leisure occupations.

20. The proper employment of leisure is an important factor in its influence upon character. Students after leaving school will become masters of their own leisure time. It is necessary therefore that provision should be made by educational and social agencies to develop in students desirable interests and provide proper leisure occupations, subject to unobtrusive supervision and guidance without in any way interfering with the spontaneity of the students. This will not only prepare them for a wise use of leisure in after-school or college life but relieve them from the narrowing influence of the routine of their daily work, enrich their lives, provide desirable modes of self-expression and keep them from undesirable external influences. Besides making the fullest use of the library, reading room, art studio, sport activities, debating societies, excursions, etc., some schools with a central location might be so organised as to become common centres and attract pupils after school hours to indulge in various forms of recreation and amusement. Philanthropic bodies and social agencies might very usefully supplement the efforts of the school in this direction as the Y.M.C.A. is doing now.

Selection of teachers.

21. Coming now to the internal administration, organisation, discipline and curriculum of schools, we desire to refer in the first place to the teacher. In the selection of persons for appointment as teachers, qualities of the head should not be over-estimated and those of the heart ignored. We want teachers with the essential quality of humanity in them. They should have a sense of ministry, and develop an insight into the personalities of their pupils and try "to find in each of them the lamp that illuminates and the spring that motivates." We therefore recommend that the appointment of teachers should ordinarily be made on probation in the first instance and that, in assessing their work for purposes of confirmation and subsequent promotion, not merely intellectual ability but also the other qualities mentioned above should be taken into due consideration.

Pay and prospects of teachers.

22. If teachers are to exercise a beneficial influence upon the pupils, satisfactory conditions should be secured for their work. The teaching service especially in the lower grades should be sufficiently well paid so as to attract the right kind of persons for the work and keep them contented. For, a discontented teacher is, as Mr. Fisher once said, "a public danger." We also consider that it will conduce to raise the dignity of the profession and make the teachers take a pride in their work if deserving men among them in Government as well as aided schools are rewarded with medals, invitations to palace durbars or other suitable forms of public recognition.

The amount of class room work that the teachers have to do is considered by some of our witnesses to be somewhat too heavy to leave them energy and inclination to take part in the social, physical and recreational activities of the pupils. The question might be considered by the Department.

Size of classes.

23. The chief obstacle in the way of the development of contact of teachers with pupils individually is, as is mentioned above, the large size of the classes. While the Department has prescribed 30 in primary and 40 in middle and high schools as the maximum

strength, it is understood that in several cases the number is largely exceeded in practice. The situation is aggravated in high schools where there are specialist-teachers responsible for one or more subjects in all the classes of the school. From the point of view of the influence on the conduct and behaviour of the boys, the class-teacher system which makes one teacher responsible for a class is best fitted to enable him to come into constant contact with the pupils and exercise effective influence over them. Since, however, the system of specialist teaching in high schools cannot be changed, we are in favour of each member of the staff in these schools being made responsible for a batch of 20 or 30 pupils independently of his responsibility for his special subject. He should supervise their work and conduct in the school, on the play field, and even outside the school. He should visit the parents of his charges, advise the boys and help them in difficulties connected with their school work and other difficulties. A close filiation of this nature will, it is hoped, serve also to counteract undesirable influences to which school boys are at present subjected. Such a system with suitable modifications may with advantage be adopted in the colleges also.

Transfer of teachers.

24. We recognise that there is considerable force in the plea against the frequent transfers of teachers in Government schools. Teachers of the right type influence the tone of the school and help to build up a good tradition. Students constitute an unstable factor. They come and go, and it is the teacher who has to stabilize the tone of the school. The tone and tradition in all great institutions have been built up by teachers of personality. It is, therefore, our view that head-masters and teachers having been properly selected should be left undisturbed in the same school for a sufficiently long period, as far as the exigencies of Government service allow.

Greater freedom for heads of institutions.

25. We are of opinion that principals of colleges and head-masters of high schools should be allowed greater freedom from external administrative control. For example, we note that at present neither headmasters of Government high schools nor even principals of colleges have the power to close the institution at their discretion for a day for any special reason. As they are the best judges of the need for so doing and are responsible for the discipline in their institutions, we are of opinion that they should be given full discretion in the matter, except where the question refers to a number of institutions in one place, in which case, the order of the common authority should be obtained with a view to securing uniformity and preventing disturbance of one institution by the students of another. We wish to observe also that in high schools, larger freedom in matters of internal administration might be given to the head-masters.

Employment of women teachers.

26. A suggestion has been made that women teachers should be employed in primary and middle schools and even in high schools if suitable candidates are available. So far as primary schools are concerned, although the question of strikes does not arise, we strongly commend the suggestion as the foundations of good discipline must be laid at this stage. Women are the best teachers of young children. Work amongst children appeals strongly to them and they are able by their gentleness and affection to exercise a greater influence over their pupils and give them better training than what a male teacher can.

Extra curricular activities.

27. We have referred to the importance of corporate activities in the life of the student. A systematic and wise organisation of such activities is as necessary as that of the intellectual life, and methods of social training should be devised with equal care. Organised games afford unique opportunities for social and moral development and every school should have a play field of its own. Societies and clubs for interests such as games, debates, acting, musical performances and excursions are other forms of social activities which call for organisation in high schools and colleges. But a great part of the value of these activities is missed if students are not themselves allowed to organise them. The aim of the teachers should be chiefly to help the students in this respect. This point of view was stressed by the students' representative from the Maharaja's College.

Students and politics.

28. Next comes the vexed question of the relation of students to politics. Various views have been placed before us and after carefully considering them, we are definitely of opinion that college and high school students should be allowed

freedom to discuss political and social subjects in their unions and debating societies The study of political philosophy and its practical applications has always been inseparable from university training; and discussion of political subjects of current interest, even though controversial, has a place in educational institutions of an advanced grade. Professors and teachers should take part in these discussions and endeavour to give correct ideas about the subjects and thereby counteract any unhealthy external influences. The participation of the teachers will also tend to develop in the students a greater sense of responsibility for their views and statements. As it is desirable to give the students opportunities for coming in touch with distinguished persons, school or college authorities should invite such persons to address students on subjects of importance and interest. It should, however, be definitely impressed upon the students that theirs is the stage of preparation and that any political activity which either interferes with their work or conflicts with discipline should be avoided.

Co-operation of students in the maintenance of discipline.

29. Pupils generally are given no share in the maintenance of discipline. Thus they feel that the school rules are the expression of the teacher's will, that it is therefore his business to find out and judge cases of wrong doing and that their part is only to obey. Modern educational opinion and practice is in favour of enabling pupils to participate in the maintenance of discipline in the school as it is calculated to create in them a sense of responsibility for order, to promote self-control and to provide opportunities to them to think in terms of the school as a whole. Various forms of what is called "self-government" in schools have been introduced both in foreign countries and in India. The National High School, Bangalore, is reported to have developed a system of class panchayets consisting of five elected representatives of the students. These panchayets are charged with the responsibility of maintaining discipline and formulating programmes of extra curricular activities under the guidance of teachers. This arrangement is said to have worked satisfactorily. As it secures the co-operation of all the pupils through their chosen leaders, the experiment is, in our opinion, well worth a trial in high schools, wherever conditions are favourable. In colleges, we would recommend the establishment of Students' Representative councils somewhat on the lines of the one recently formed in the Maharaja's College, Mysore. Such a council might discuss all matters relating to students, focus their opinion and represent their ideas to the authorities, who should give sympathetic consideration to their representations.

Military training.

30. Of other activities which are calculated to improve discipline in educational institutions, we should like to mention military training for college students. The Senate of the Mysore University have recently declared in favour of making service in a University Training Corps compulsory for all students not declared by a doctor to be physically unfit. We are opinion that a course of military training will discipline the life of the undergraduate, encourage self-reliance and help him to take a correct view of his duties and responsibilities as a citizen. Training corps in university centres in British India appear to have attained a large measure of popularity.

Spread of scout movement.

31. Practically all of our witnesses testified to the usefulness of the scout movement and declared themselves in favour of its vigorous spread in the State. The organising Scout Commissioner told us that one reason why scouting was not so popular in the cities as in the mofussil was that teachers trained in scouting took no interest in organising troops, owing to other occupations which left them little time for this work. The distances in a large city appear to be also responsible. We were told by some head-masters that a good number of boys cannot join the movement owing to their inability to provide themselves with uniforms. Many teachers qualified to undertake the training of scouts are said to have not done so owing to lack of encouragement from the head-masters and the depar[illegible]. In view of these considerations, we recommend that Government might encourage this very healthy movement by sanctioning an increased grant, so as to enable the authorities to provide uniforms for poor children and otherwise make the movement more attractive and popular. We also suggest that in assessing the work of a teacher his active interest in the movement may be taken into account.

Moral and religious education.

32. The curricula of studies, as we have stated in an earlier connection, are devoid of certain elements that appeal to the Indian mind. There was a considerable volume of opinion in favour of religious, moral and civic instruction in schools. It is learnt that so far back as 1908, the Government of Mysore, being "convinced that one of the readiest and most effective means of forming and strengthening the character of youth is to be found in imparting religious and moral instruction to them as a systematic part of the school curriculum" directed that it should be introduced in schools of all grades, but that owing to the lack of suitable text books, due effect has not yet been given to this order though some attempt to do so has been made in the primary and middle schools. We generally agree that moral and religious instruction is necessary, particularly in the early stage of student life, to give the student clear ideas of morality and religion and set high ideals before him. It is our opinion that, if moral education is to be effective, it should not consist of the enunciation of abstract principles but that it should be imparted indirectly by means of stories, anecdotes and illustrative incidents from the lives of saints and heroes With regard to religious education, in view of the various religions represented in India and the differences in their creeds, we consider that it should be of a universal type calculated to teach the fundamental varieties common to all religions and inculcate respect for all of them, so as to unite the youth of different communities in mutual tolerance and good will. We understand that this is also the view of the Board of Education and that text books containing extracts from all the principal religions of India are in preparation under the direction of the Board.

Civics.

33. We consider it equally important that a course in civics sholud be given in all schools and colleges to teach the duties and responsibilities of citizenship. The Visvesvaraya Committee appointed by Government to report on the recent disturbances in Bangalore in connection with the students' strike over the "Ganesha affair" have also stressed the need for giving "some kind of instruction in civics so as to make the future generation grow into useful citizens."

CHAPTER VI.

MEASURES TO DEAL WITH STRIKES WHEN THEY OCCUR.

34. The measures that we have proposed in the preceding section are positive and will, it is hoped, prevent the tendency to "strike." Students will have ample opportunities of making their representations. The school authorities should give full consideration to such representations. In many cases, they may see their way to grant the request of the students, particularly when there is reason to believe that it is backed by public opinion. When they cannot do so, it is the duty of the students to submit loyally to the decision and any active defiance thereof by them will have to be treated as an infringement of a fundamental rule of discipline and as meriting punishment.

35. In cases of disobedience or infringement of rules, the school authorities have a wide range of penalties at present at their disposal, such as fines, deprivation of scholarships, freeships and prizes, cancellation of attendance, rustication and dismissal; and we do not consider it necessary to arm them with any further powers. In the administration of punishment, however, regard should be had to variety of considerations. The punishment should be one adopted to the wrong-doer, and the same punishment cannot always be awarded for the same fault.

36. In cases of strikes, the leaders merit a different treatment from those who follow them, either by threats or by persuasion. Though a few of our witnesses consider that in case of general strikes, no action should be taken beyond a deprivation of attendance for the days of absence, the majority have expressed the view with which we fully agree, that in the interest of discipline, suitable punishment should be meted out to the strikers by the authority concerned at his discretion, When a strike has been organised by students of all schools in any locality, the punishment should be uniform for all institutions. Accordingly we recommend that, in such cases, the Vice-Chancellor in the case of colleges and the Director of Public Instruction in the case of other schools should decide the form of punishment in consultation with the heads of all the institutions concerned.

37. Any disturbance or trespass or interference with the liberties of other students cannot be tolerated in any circumstances and should be promptly put down with the aid of the civil authorities if necessary.

38. Finally, while pleading with the educational authorities to be responsive to public opinion and to concede all reasonable demands of the students when the public are in sympathy with them, we would earnestly appeal to the public as well as the press, in the best interests of the students as well as of the country, to co-operate with the authorities in their attempts to maintain discipline which is an essential preparation for a well-ordered life of true freedom and service.

CHAPTER VII.

SUMMARY.

The suggestions and recommendations of the Committee are briefly summarised below :—

I. "Strikes" are inappropriate to and have no legitimate place in student life. (Para 6.)

II. Respect for school laws and rules and for the authority of the school is a virtue to be inculcated in every student. (Para 7.)

III. The chief causes contributing to "Students' strikes" are :—

(1) The influence on the students of the political and economic unrest resulting from the changed outlook, ideals and spirit of the people in recent years. (Para 9.)

(2) Absence of good home influence. (Para 10.)

(3) Certain defects in the organisation of our educational system, such as -

(*a*) Lack of co-operation between the home and the school. (Para 12.)

(*b*) Undue stress laid upon the intellectual side of education to the comparative neglect of the physical, moral and social sides. (Paras 13 and 14.)

(*c*) Absence of personality among teachers. (Para 15.)

(*d*) Lack of intimate contact between the teachers and the taught, due to the frequent transfer of teachers, the unwieldy size of the classes, the taking up of other occupations by teachers owing to inadequacy of pay, etc. (Para 16.)

IV. The following measures are suggested to prevent strikes and generally to improve discipline in educational institutions :—

(1) Promotion of a closer relationship between the teachers and the parents—

(*a*) by creating opportunities for them to meet together frequently (Para 17.)

(*b*) by keeping parents informed, by periodical and special reports, of the conduct of their boys in school and their progress in studies. (Para 18.)

(2) Attachment of a hostel to every high school and college and making it obligatory on every student who does not live with his parent or guardian to reside in the hostel. (Para 19.)

(3) Providing for leisure occupations of students. (Para 20.)

(4) Payment of greater attention to certain personal qualities in the selection of teachers for appointment or promotion. (Para 21.)

(5) Improvement of the pay of teachers and public recognition of their good work in other ways. (Para 22.)

(6) Reduction in the size of classes so as to enable teachers to exercise more effective supervision over students' work and making each teacher responsible for looking after a batch of students. (Para 23.)

(7) Avoidance of frequent transfer of teachers. (Para 24.)

(8) Giving greater freedom to principals of colleges and head-masters of high schools in the grant of holidays. (Para 25.)

(9) Employment of women teachers in the primary schools. (Para 26.)

(10) Giving of greater freedom and responsibility to students in the organisation of extra-curricular activities. (Para 27.)

(11) Permitting discussion of political and social subjects by college and high school students. (Para 28.)

(12) Association of students in the maintenance of discipline by a system of class panchayets. (Para 29.)

(13) Introduction of military training in colleges. (Para 30.)

(14) Encouragement of the scout movement. (Para 31.)

(15) Imparting of moral and religious instruction in a suitable form in all schools. (Para 32.)

(16) Introduction of a course in civics in all schools and colleges. (Para 33.)

V. The following suggestions are made for dealing with strikes when they occur:—

(1) Students acting in defiance of the decision of the school authorities after having been given every opportunity to make representations merit punishment. (Para 34.)

(2) The forms of punishment now at the disposal of the authorities are quite sufficient. (Para 35.)

(3) In cases of strikes, the leaders should be dealt with more severely than the followers. (Para 36.)

(4) When there is a strike by students of all schools in any locality, the form of punishment should be determined by the common authority to whom all the schools are subordinate. (Para 36.)

(5) Unlawful acts by students should be promptly put down with the aid of the civil authorities. (Para 37.)

(6) Co-operation between the educational authorities on the one hand and the public and the press on the other is necessary for the maintenance of discipline among students. (Para 38.)

We have the honour to be,

Sir,

Your most obedient servants,

(1) (Sd.) K. R. Srinivasaiengar,
Chairman.
(2) ,, N. S. Subba Rao.
(3) ,, K. Shankaranarayana Rao.
(4) ,, K. H. Ramayya.
(5) ,, J. C. Rollo.
(6) ,, E. P. Metcalfe.
(7) ,, A. E. Walden.
(8) ,, M. Shama Rao.
(9) ,, D. Venkatramaiyar.
(10) ,, D. H. Chandrasekharaiya.
(11) ,, B. S. Ranoji Rao.

M. S. MOHIYUDDIN,
Secretary to the Committee.